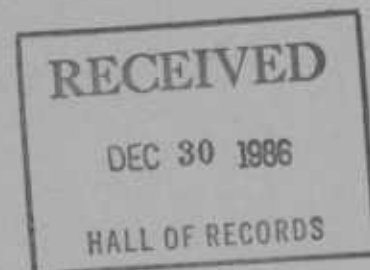


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GOVERNOR'S <sup>✓</sup>TASK FORCE  
ON  
REGIONAL LIBRARY RESOURCE CENTER PROGRAMS



FINAL REPORT  
TO THE GOVERNOR

DECEMBER 1, 1986

State of Maryland  
HARRY HUGHES, GOVERNOR





HARRY HUGHES  
GOVERNOR

STATE OF MARYLAND  
EXECUTIVE DEPARTMENT  
ANNAPOLIS, MARYLAND 21404

GOVERNOR'S TASK FORCE ON  
THE REGIONAL LIBRARY RESOURCE CENTERS

December 1, 1986

The Honorable Harry Hughes  
Governor of the State of Maryland  
State House  
Annapolis, Maryland 21404

Dear Governor Hughes:

Your letter of August 11, 1986 appointed this Task Force. Our charge was to study the Regional Library Resource Centers and to review the funding of these centers. The Task Force hereby submits its report and recommendations.

The Task Force has concluded that the Regional Library Resource Centers are essential to fulfilling the library and information needs of the State. They provide an irreplaceable component of a State library network designed to make available to citizens in rural areas the major library resources of the State.

We believe it is in the interest of the State to assist more substantially in the financing of the Regional Library Resource Centers. We find the existing law to be sufficient in its mandates and recommend herein good and sufficient resources to meet its requirements. The Regional Library Resource Centers are desperately in need of immediate funds. We recommend 5 years as the optimum span over which these funds may be most effectively utilized.

It has been a pleasure to undertake this responsibility at your request and we are hopeful that affirmative action on our recommendations will occur.

Respectfully submitted,

Offie Clark,  
Chairman,  
Task Force on Regional Library  
Resource Centers

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STATE OF MARYLAND  
EXECUTIVE DEPARTMENT  
ANNAPOLIS, MARYLAND 21404

HARRY HUGHES  
GOVERNOR

August 11, 1986

Mr. Offie Elliott Clark  
519 Windemere Drive  
Aberdeen, Maryland 21001

Dear Mr. Clark:

Since 1971 the law has provided for the establishment of Regional Library Resource Centers in nonmetropolitan regions of Maryland.

Three regional library resource centers have been established since 1973 in Southern Maryland, the Eastern Shore and Western Maryland. The purpose of these resource centers is to provide, through mutual cooperation and coordination, books, information and other materials and services or resources that an individual library cannot provide.

It is important to determine if the services and resources mandated by the 1971 law are being met. Therefore, I am establishing the Governor's Task Force on Regional Library Resource Center Programs.

I am very pleased to appoint you Chairman of the Task Force. I would appreciate your contacting the members to set the date for the first meeting.

In your deliberations as a Task Force, I am requesting that you ascertain if the services mandated in the law are adequate to meet the needs of the regions and, secondly, to ascertain if there are sufficient resources to perform the services.

The results of your efforts should be presented to me on or before December 1, 1986.

I appreciate your willingness to undertake this effort on behalf of the citizens of our state.

Sincerely,

Governor

-iii-

### Introduction

The Honorable Harry Hughes, Governor of the State of Maryland, established on August 11, 1986 a Task Force on the Regional Library Resource Center Programs. This Task Force was charged by Governor Hughes to ascertain if the services mandated in the law are adequate to meet the needs of the people of the regions and secondly, to ascertain if there are sufficient resources to perform those services. A nine member Task Force was appointed consisting of the following members:

1. Offie Clark, Chairman
2. Carolyn Cooper, Vice Chair
3. Susanne Hill
4. Nettie Taylor
5. David Ricker
6. W. Michael Bailey
7. Katherine Goldsworthy
8. The Honorable John N. Bambacus
9. The Honorable Daniel M. Long

Nancy Cohen, of the Governor's Office, provided staff assistance.

The Task Force held five formal meetings between October 9th and November 25th. A special hearing for Directors of the Regional Centers was held on October 21st. A well attended public hearing was held on October 28th with 28 persons signing up to testify and 35 others sending written testimony. A special report, suggested by Senator Bambacus and requested by the Chairman of the Task Force, was presented by Mr. Steven D. Feinstein, of the Department of Fiscal Services, at the November 17th meeting. This report proved especially beneficial in helping the Task Force reach its conclusions. The Task Force concludes that the law as currently written does not require any revision. It is adequate to the task of mandating services needed

in the designated regions.

This Report summarizes the results of special studies conducted by the Task Force members, the Department of Fiscal Services, the two hearings held and extensive review of the January 1986 Report prepared by the Advisory Council for Libraries. It presents key facts and factors which led to the conclusions that adjustments in management controls and specified fund allocations could effect major improvements in areas of service needs where resources are clearly insufficient. These resource allocations are called for under the current law.

## Summary of Findings and Recommendations

### Findings

1. The regional libraries collections of books and periodicals have not grown enough to enable the libraries to fill more than 40% of their requests for printed interlibrary loan materials.
2. Where requests are ultimately filled by referrals to the State library resource center or other libraries, it generally comes at a loss of time or a larger administrative burden on the interlibrary loan program.
3. Funding constraints have forced the libraries to reduce professional staff which had previously provided assistance such as technical assistance and training in children's services.
4. Resources have not permitted an effort to properly explore and implement automation in the libraries, as a result not all available resources can be readily identified and utilized.
5. Film collections are experiencing great increases in demand that they are unable to meet. The existing film collections contain many films in such poor condition that they cannot be used.

### Recommendations

1. The book and periodical collections should be increased to permit the fill rate to be 65%.
2. Two additional professional staff positions should be added to each regional center.
3. An effort is necessary to properly automate library collections to insure an efficient use of existing resources.
4. Film collections should be improved to meet the high demand for these items.
5. Ongoing library operating expenses must be properly funded in order to prevent the erosion of collection replacement funds.

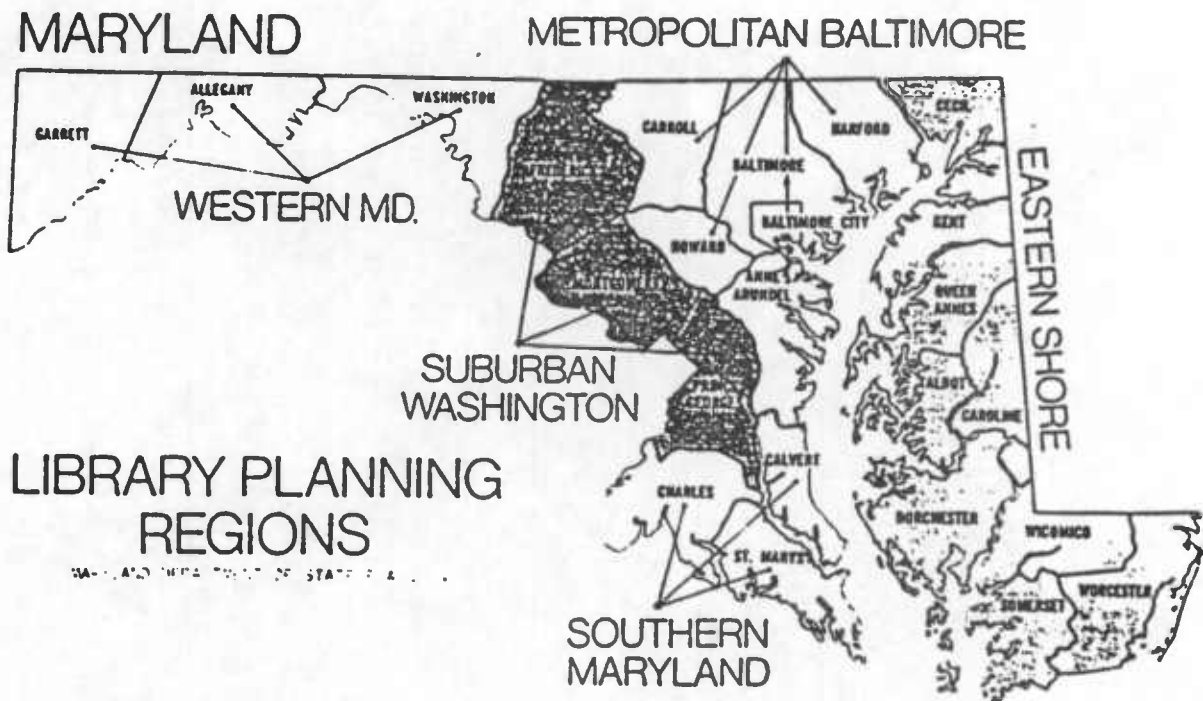
6. Implementation of a five-year funding program is necessary to provide a systematic and long term commitment to improvements required to give rural Maryland citizens proper library services.

## Background

### Establishment of Centers

The revised public library laws enacted in 1971 provided for the establishment and State funding of regional library resource centers in the nonmetropolitan regions of the State (see Appendix B). Three public libraries, operating cooperative regional pilot programs initiated with federal library funds in Western Maryland, Southern Maryland and the Eastern Shore, complied with the provisions of the law and in 1973 were approved by the Maryland State Department of Education as Regional Library Resource Centers. The headquarters of these libraries were in Hagerstown, La Plata and Salisbury, respectively.

The areas served by the three Regional Library Resource Centers comprise 14 of the 23 counties of the State with a combined population of 673,800 for FY '86.



### Role and Function

The major purpose of the regional library resource centers is to provide a larger, more comprehensive collection of books and other materials that would serve through interlibrary loan or direct use those requests and needs of all users of the libraries in the region that could not be supplied by the local libraries. Each regional library also has responsibility to give technical assistance to staffs in each local library, to provide staff training and to develop other services that local libraries cannot provide for themselves. Funds are used to strengthen and expand the collection of the host library, to provide staff services to local libraries, to deliver materials to local libraries and to refer unfilled requests to the larger State Library Resource Center or to other libraries in the State.

The Maryland law lists five duties of each regional resource center:

1. Make interlibrary loan of books and materials;
2. Supply collections and exhibits of specialized materials;
3. Provide consultant services;
4. Organize inservice training for library staffs; and
5. Develop and operate cooperative services among libraries.

The chief of these is interlibrary loan of books and materials. Funds appropriated to the host library were used to provide staff and other services to handle the requests from the libraries in the region, to add to the book collection, to initiate and build a 16mm film collection to serve the region and to provide other materials needed by the region.

Staff was also needed to provide consultant services and inservice training programs for staffs in the libraries. Resource centers, in response to other identified needs of the region, provided printing services, publicity services and special reference and information services.

Regional Library Resource Centers were heavily used from the beginning. Requests for loan of books, and particularly films and other audio visual resources, continued to increase in response to patron requests from local libraries. The chart in Appendix D shows the growth of these interlibrary loan services over the past eight years.

#### Current Status

Public testimony heard by the Task Force substantiates that the regional centers are a vital, cost-effective way to serve the informational and cultural needs of the rural regions of Maryland. This testimony indicated that the centers provide support for education, cultural development, community service and economic development.

Educational support is provided in the form of material and assistance that local schools and libraries are unable to provide. The centers support cultural development by serving the needs of authors and other artists. Community services, such as nursing and hospice care, literacy training, and mental health counseling, used the regional centers for materials for their clientele, and for staff development. Finally, the centers support the economic development of their regions by assuring their residents access to library services and by supporting training and development programs at local colleges and universities.

### Funding Trends Since 1978

The State law permits the Maryland State Department of Education to request funds in its annual budget request for the operation of the regional centers and to disburse funds appropriated under plans, criteria and budgets approved by the State Department of Education, Division of Library Development and Services.

Table I (see page 9) from the Report on Regional Resource Centers by the Maryland Advisory Council on Libraries, dated January 1986, presents the funds appropriated for each regional center since 1978 as well as the number of counties and total population in each region. This Table also shows that some Federal Public Library Service funds (under the Library Services and Construction Act, Title I) have been to supplement State funds. There are no other ongoing sources of funds for the operation of the centers.

An analysis of the Regional Centers' budgets shows increased costs, substantially increased demands for services and modest budget increases. These counterproductive forces were experienced by each regional library resource center in recent years.

The budget increases continued to fall further and further behind the increase in costs, as costs of books and journals increased each year, as did salaries, gasoline and heating costs while budgets increased less than 3% per year over the past five years. The result has reduced service levels. Salary increases are determined by county governments. Contractual services cannot be dispensed with, even though costs are rapidly increasing. Operating costs are also not strictly under the control of the regional administrations. The impact of these increases is to reduce the share of the budget which is used for collection enhancement and filling professional staff needs. In short, the nondiscretionary share of the budget has risen while the share for acquisition of materials has fallen.

REGIONAL LIBRARY RESOURCE CENTERS  
OPERATIONAL FUNDING vs. POPULATION ESTIMATES\*  
FY 1973 - 1986

	1973	1974	1975	1976	1977	1978	1979	1980**	1981	1982	1983	1984	1985	1986
<u>Eastern Shore Regional Library</u>														
Operational Funding														
State	111,260	142,390	142,390	189,072	195,923	219,664	220,556	245,045	257,040	250,325	272,375	280,460	286,069	300,372
LSCA I	5,472			15,000		145,560	54,776	63,000	63,000	63,000	63,000	63,000	63,000	63,000
Estimated Population	206,300	208,800	214,300	217,400	224,000	227,300	225,400	236,190	232,200	232,200	240,200	243,500	246,700	253,300

Southern Maryland Regional Library Association

Operational Funding														
State	51,437	65,830	65,830	87,668	90,845	103,819	139,865	170,336	171,360	172,217	181,383	186,973	190,713	200,248
LSCA I	25,472			15,000		91,110	36,903	42,000	42,000	42,000	42,000	42,000	42,000	42,000
Estimated Population	123,300	132,200	136,100	142,800	145,500	149,200	147,500	167,284	157,100	157,100	174,100	179,600	185,200	196,400

Western Maryland Public Libraries

Operational Funding														
State	74,838	95,780	95,780	127,260	131,871	148,517	182,290	182,290	183,600	184,518	194,554	200,328	204,334	214,550
LSCA I	5,472			15,000		116,330	40,158	45,000	45,000	45,000	45,000	45,000	45,000	45,000
Estimated Population	212,300	211,300	211,300	211,900	217,000	216,700	217,300	220,132	217,400	217,400	221,500	222,700	223,900	224,100

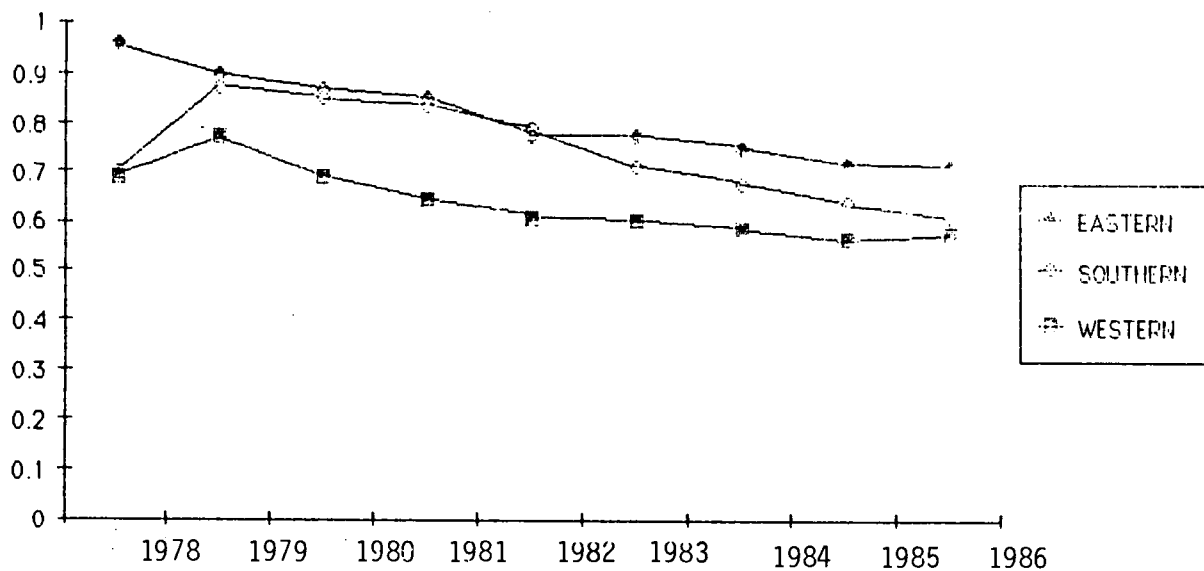
\* Source: Maryland State Department of Education Annual Reports and Maryland State Department of Health & Mental Hygiene Population Estimates

\*\*U.S. Census of Population, 1980

Another indicator is the fall in the real per capita State funding. From 1978, when per capita support in 1978 dollars was \$.96 per person for the Eastern Shore, \$.70 per capita for Southern Maryland and \$.69 per capita for Western Maryland, State funding has declined in real terms to \$.71 for the Eastern Shore, \$.61 for Southern Maryland and \$.57 for Western Maryland. This constitutes a 26% drop for the Eastern Shore region, a 13% decline for Southern Maryland and a 17.4% reduction for Western Maryland in cents per person with the same purchasing power as 1978 dollars. (See Chart I, below.)

Chart I

Real \$ per capita REAL PERCAPITA FUNDING FOR REGIONAL LIBRARIES (Base year: 1978)



## Service Levels

### Book and Film Collections

The law establishing the regional centers did not fix the levels of services to be obtained but instead left the setting of reasonable levels of service to the Boards of the regional centers and to the State Department of Education. It is to their suggestions regarding adequate levels of service that we now turn.

Statistics taken from the Maryland Public Library Annual Statistical Reports for FY '85 show book titles in all three regional centers and their host libraries to be 278,498 titles. Films (16mm) are 3,772, but 40% of the Eastern Shore's 1,587 films are in too poor a condition to be used (635 films), 40% of Western Maryland's films are in similar shape (or 554 films), and 25% of Southern Maryland's films cannot be used for similar reasons (200 films). This means that 1389 films are not really part of the usable collection at this time. So, the net film holdings add up to 2,383 films. Because of the remoteness of the rural counties from large population centers, the regional film collections are a very important source of education for the entire population of the rural counties. This same isolation means that alternative resources for films and similar materials are extremely limited. The constraints on building up these collections are the funds appropriated by the State legislature above the inflation rate, above the locally required salary increases to present employees and above increases in costs set contractually outside the controls of the regional centers' administrative authority. This also poses a similar threat to the accomplishment of staffing goals, cooperative development goals and technical development goals.

### Staffing Levels and Technical Assistance

Professional staff positions in the areas of technical assistance, children's

services and services to other special groups have gone unfilled because of the tight budget situation. Inflation and mandated budget items have absorbed all the funds necessary to fill these positions. The trends in recent budgets preclude the hiring of these persons. Our five-year plan provided for monies to hire two professional librarians in each regional center to fill these critically needed positions. Staffing and adequate cooperative services are directly related. Some of the main assignments of the required professional staff are to serve as consultants to the rural county library staffs and to set up workshops which provide special training and staff development.

#### Cooperative Services

The budget inadequacies have negatively impinged upon one special area of cooperative services. The regional centers do not have the resources to unify their collections electronically. This pooling would enable the regions to share their collections with much more efficiency. Funds must be invested in study, planning and hard and software acquisition before the fruit of increased productivity can be enjoyed. We wish to establish a fund to be available to help accomplish this task.

### Conclusions

The combined impact of all the factors mentioned previously is to cut into the level of service delivered by the centers in a particularly dramatic way, the percent of requests filled. In the part of the State served by the Pratt Library and the State Network 65% is the level of requests filled within a reasonable time, but in the regional centers that percentage is between 28% and 56% for 1986. We suggest that to get the regional center closer to the range of 60 to 65% requires the funding levels indicated in the five-year plan (see Tables I through IV on pages 14-16).

To achieve the 60 to 65% fill rate, an increase in book titles of 13,925 titles per year through 1992 is required. This is a five percent increase per year. Over the same period of time 300 films should be added to the collections. Book expenditures would rise from \$532,727 in FY 1988 to \$722,364 in FY 1992. Total film expenditures would increase from \$202,025 in FY 1988 to \$274,780 in FY 1992. This plan would add 69,625 titles to the book collections which would make a total collection in all three systems of 348,123 titles. The film collection would grow by 1500 titles to 5272 films, not allowing for replacement of poor condition films. The five-year plan also calls for funding for two (2) new professional staff persons and \$50,000 each year to aid the systems in their drive to increase the technological level of operations by electronically pooling the collections to aid in system responsiveness.

Our plan therefore addresses all five areas of the legislative mandate to the centers by focusing on the fill rate. Print materials, films, special collections, staff, technical development, cooperative services and planning would push the fill rate toward the 65% target over the five years. Total budget requirements for the three centers would go from \$1,091,909 in FY 1987 to \$2,453,714 in FY 1992. The FY 1986 figure for the three centers is \$894,909.

The five years for increased funding recommended herein will assure that the regional library resource centers are performing adequately the five functions outlined in the law to meet the library and information needs of the citizens in the three regions.

## I.

Regional Library Resource CentersBooks \*

	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>
Book Increase	13,925	13,925	13,925	13,925	13,925
Cost per Book***	<u>\$31</u>	<u>\$33</u>	<u>\$36</u>	<u>\$39</u>	<u>\$42</u>
New Book Cost	431,675	459,525	501,300	543,075	584,850
Existing Book Cost	<u>101,077</u>	<u>109,163</u>	<u>117,896</u>	<u>127,328</u>	<u>137,514</u>
Total Book Cost	<u>\$532,752</u>	<u>\$568,688</u>	<u>\$619,196</u>	<u>\$670,403</u>	<u>\$722,364</u>

## II.

FILMS \*\*

	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>
Film Increase	300	300	300	300	300
Cost per Film ***	<u>\$500</u>	<u>\$540</u>	<u>\$583</u>	<u>\$630</u>	<u>\$680</u>
New Film Cost	150,000	162,000	174,900	189,000	204,000
Existing Film Cost	<u>52,025</u>	<u>56,187</u>	<u>60,682</u>	<u>65,537</u>	<u>70,780</u>
Total Film Budget	<u>\$202,025</u>	<u>\$218,187</u>	<u>\$235,582</u>	<u>\$254,537</u>	<u>\$274,780</u>

\* Goal is to increase fill rate from 40% to 65% by 5% increases in book acquisition per year.

\*\* Goal is to provide 1,750 films per region - requires 300 additional per year.

\*\*\* 8% Inflation.

III.

Regional Resource Centers

1987 Budgets

	<u>Southern Md.</u>	<u>Eastern Shore</u>	<u>Western Md.</u>	<u>Total</u>
Salaries & Wages	228,488	248,543	158,082	635,113
Books, Periodicals	26,000	35,000	32,590	93,590
Films, Cassettes	15,200	20,000	12,971	48,171
Other Expenses	<u>80,298</u>	<u>146,400</u>	<u>88,337</u>	<u>315,035</u>
<b>Total</b>	349,986	449,943	291,980	1,091,909

IV.  
Regional Library Resource Centers

Budget Projections

	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>
Salaries *	635,113	666,869	700,212	735,223	771,984	810,583
Books	93,590	532,752	568,688	619,196	670,403	722,364
Films	48,171	202,025	218,187	235,582	254,537	274,780
Operating **	315,035	327,636	340,741	354,371	368,546	383,288
Funding Pool **	-	50,000	52,000	54,080	56,243	58,493
Positions *	-	84,000	88,200	92,610	97,241	102,103
Positions *	-	-	<u>88,200</u>	<u>92,610</u>	<u>97,241</u>	<u>102,103</u>
	<u>1,091,909</u>	<u>1,863,282</u>	<u>2,056,228</u>	<u>2,183,672</u>	<u>2,316,195</u>	<u>2,453,714</u>

\* 5% / yr. inflation

\*\* 4% / yr. inflation

## APPENDICES

APPENDIX A

DEPARTMENT OF FISCAL SERVICES REPORT

APPENDIX A

DEPARTMENT OF FISCAL SERVICES

MARYLAND GENERAL ASSEMBLY  
LEGISLATIVE SERVICES BUILDING  
90 STATE CIRCLE

ANNAPOLIS, MARYLAND 21401-1991  
841-3736

DIVISION of BUDGET REVIEW  
ROBERT E. BRADY  
DIRECTOR



WILLIAM S. RATCHFORD, II  
DIRECTOR

November 14, 1986

Mr. Offie E. Clark  
Task Force on Regional Library Resource  
Center Programs  
c/o Nancy Cohen  
State House, Room H-211  
Annapolis, Maryland 21401

Dear Mr. Clark:

You requested a historical review of appropriations and expenditures for the Regional Library Resource Center Program.

Enclosed as an appendix are a number of charts and graphs which depict both the appropriation and expenditure trends for each of the three Regional Library Resource Centers over the past ten years. Analyzing the data collectively, the following observations can be made:

Appropriations

- State general funds have steadily increased as a percentage of the center's total revenue. In 1978, state general funds accounted for 57% of all funds. By 1987, that percentage was 69%. While other forms of revenue do exist - federal grants, local assessments and fees - state general funds are expected to supplant these revenue sources should they not be attained. There is little evidence that the Regional Library Resource Centers have attempted to obtain any alternative additional funding sources beyond state general funds.
- Inflation is measured using a market basket of goods and services specifically tailored for state and local governments adjusted for constant 1978 dollars. The calculations show inflation has eroded this program in terms of real purchase power between 1979 and 1985. During this period state and local government costs increased 7.75% annually while state general fund increases averaged 5.5%. Since then, state funding has generally kept pace with inflation, although funding has not regained the purchasing power of 1979.

### Expenditures

Salaries and benefits have risen at a faster pace than both total expenditures and revenues. This is particularly true between 1981 and 1984 when the centers were required to increase funding 10% annually for salary scale increases approved by local governments. In 1978, salaries and benefits accounted for 43% of all Regional Center costs. By 1987, salaries and benefits represented 58% in a period when full-time equivalent positions remained at 30.5 positions. The other major objects of expenditure are contractual services and materials.

Contractual services include auditing, insurance, printing, public relations and in-service training, the latter two being required by law. Since state funding began to increase in 1982, contractual services have also steadily risen. Required services such as insurance and accounting have increased and program enhancements, such as computerizing certain operations, have been accomplished contractually. In 1978, contractual services accounted for 8% for all Regional Center costs. By 1987, contractual services represented 14% of costs.

Materials and operations include telephones, postage, furniture, books, films, projectors, cassettes and other non-annually recurring equipment. Funding for these items has fluctuated widely with annual spending priorities. Over the long term, funding for materials has dropped. In 1978, materials and operations accounted for 49% of all Regional Center costs. By 1987, materials and operations represented 28% of costs. If an area of funding need must be identified, it is materials. However, the data we were provided cannot answer the following:

- . How much of the funding loss in materials is absorbed by increases in contractual services?
- . How much of the funding for materials in the late 1970's was due to the increased availability of the federal funds?
- . What materials need to be replaced annually and what is a reasonable replacement schedule for capital equipment? In many state agency budgets, funding for materials does fluctuate annually.
- . What level of funding is needed to maintain current service and how much of the appropriation for materials is used for program enhancement?

It may not be necessary to recommend an increase for materials to the level of the late 1970's.

Mr. Offie E. Clark  
November 14, 1986  
Page 3

### Legal Requirements

The law requires funding for Regional Library Resource Centers to be designated for five specific program areas - inter-library book loans, specialized materials, consultant services, inservice training and cooperative services among libraries. The State Department of Education is required to evaluate service delivery in each region.

The three regions prepare their annual budget requests subject to approval by the State Department of Education by program area. Funding is justified upon measurements devised by the region in each program area. Generally, this is accomplished by dividing the previous year's requests by the number of requests which were successfully filled. The resulting percentage is the library's success rate. A more detailed accounting of performance measures is in each region's annual report filed with the State Department of Education.

Legally, the Regional Centers and the State Department of Education seem to follow the dictates of the law. The code does not specify maintenance of a certain level of service in each program area.

It should be noted, though, that the Regional Library Center personnel annually create their own performance measures and evaluate themselves against those measures. There were no independent performance audits available and it is difficult to make an objective determination on whether the Regional Centers are maintaining adequate service levels.

In the enclosed appendix, you will find the following backup materials:

- State appropriations for all Regional Library Resource Centers in 1978 constant dollars.
- Graphs and text depicting funding trends by year and region.
- State funding by region per capita.
- Graphs and text depicting cost distribution trends by year and region.

Should you need any information, please do not hesitate to call.

Sincerely,



Steven D. Feinstein  
Administrative Analyst

Enclosures

SDF:lt

# Chart I

## State Appropriations for Regional Library Centers in Actual Dollars and in Constant 1978 Dollars Adjusted for Inflation

<u>Fiscal Year</u>	<u>State Appropriation</u>	<u>Constant 1978 Dollars</u> <sup>1</sup>
1978	\$472,000	\$472,000
1979	542,711	498,815
1980	597,671	498,059
1981	612,000	469,325
1982	607,060	434,545
1983	648,312	443,442
1984	667,761	434,175
1985	681,116	420,442
1986	715,170	426,712
1987	735,193	422,040
Average Annual Increase:	5.6%	(1.5%)

<sup>1</sup> Inflation adjustment is calculated using a price deflator for state and local government purchase of goods and services from Chase Econometrics, August 27, 1986

Source: Division of Library Development and Service,  
Maryland State Department of Education  
Department of Fiscal Services

Prepared by: Department of Fiscal Services  
November 1986

## Funding

State general funds continue to be the predominant segment of Regional Library Resource Center revenue. In only one year, 1982, were state appropriations less than in the previous year. A federal grant of \$353,000 in 1978 was reduced to \$150,000 in 1979. It has been ongoing at that level ever since. The increase in other funds in 1979 reflects the surplus carry-over of the 1978 federal grant. Similar increases in the regional graphs are for the same reason.

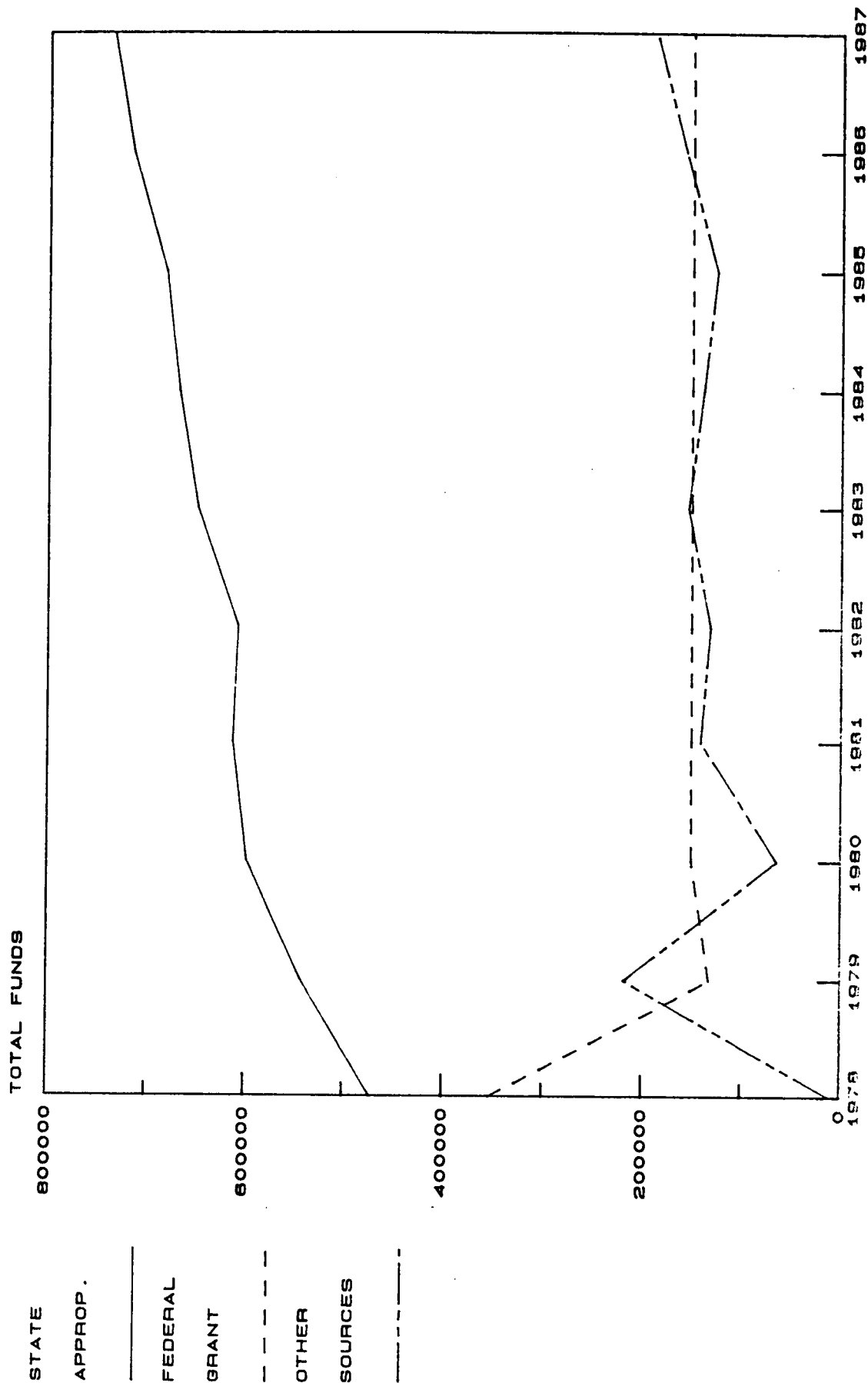
Eastern Shore - Other sources include annual surplus carry-over, interest income, book sales, print fees and user fees for automated equipment.

Western Maryland - All funding is from either the state, the federal grant, or slight surpluses carried over to the next fiscal year.

Southern Maryland - Other funds represent assessments for delivery and research services to Charles, Calvert and St. Mary's Counties, Charles County Community College and St. Mary's College.

# FUNDING BY SOURCE

Regional Library Centers

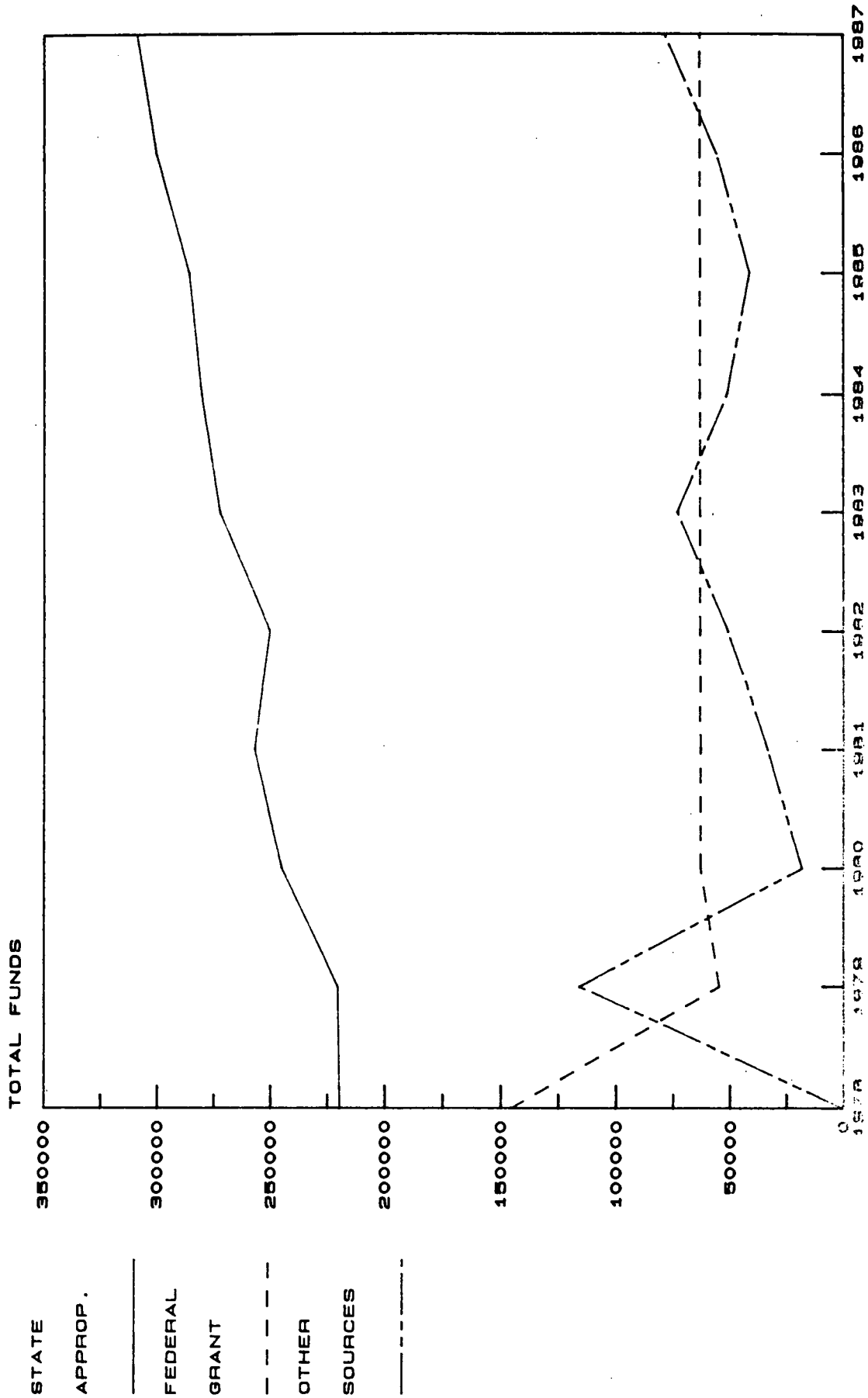


November 1988

FISCAL YEAR

# FUNDING- EASTERN SHORE

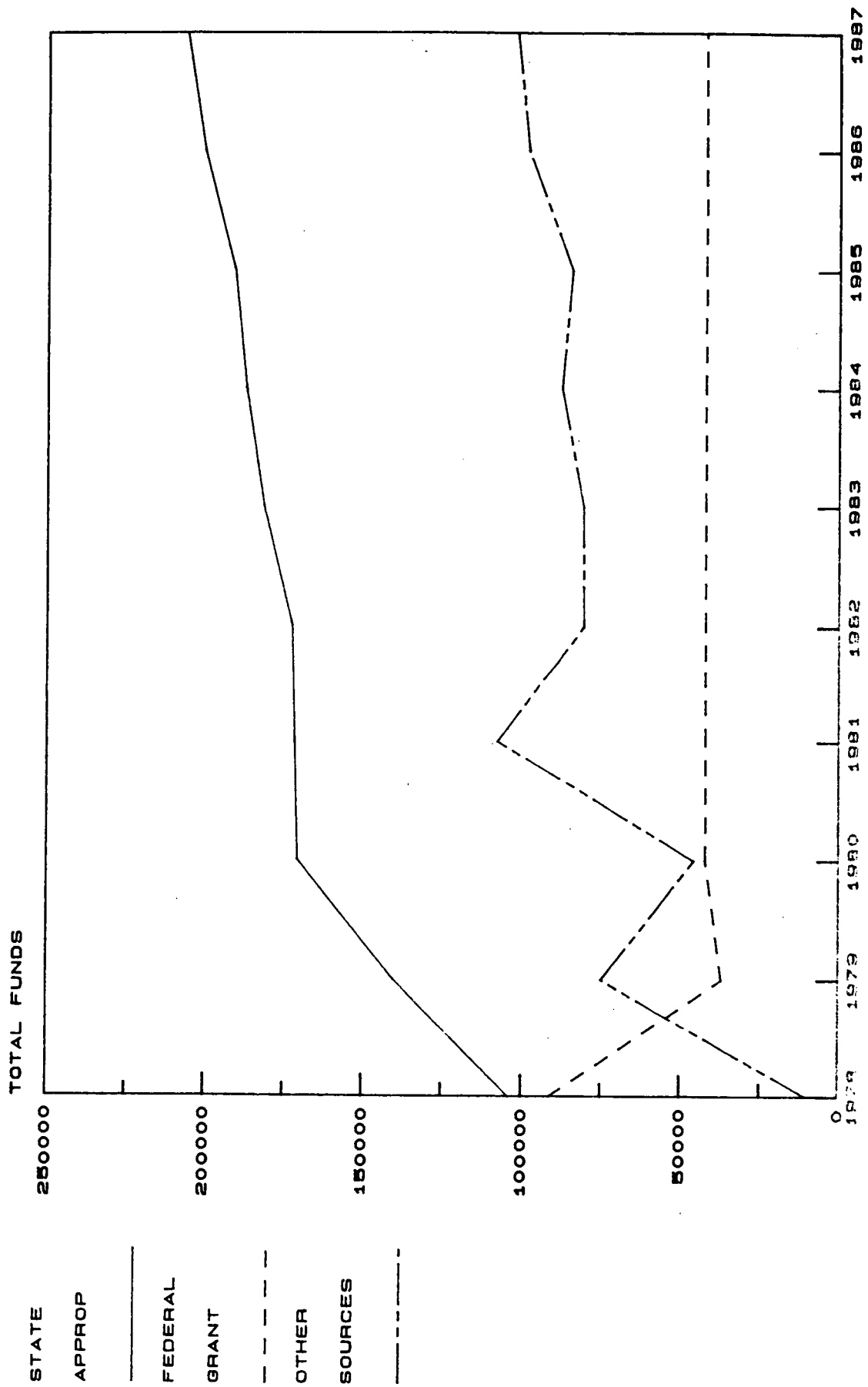
Regional Library Center



November 1986

# FUNDING- SOUTHERN MD.

Regional Library Center



November 1986

# FUNDING - WESTERN MD

Regional Library Center

TOTAL FUNDS

STATE

APPROP

FEDERAL

GRANT

OTHER

SOURCES

1979 1980 1981 1982 1983 1984 1985 1986 1987

FISCAL YEAR

1000000 100000

# Chart II

## State Appropriations by Region and Per Capita for Regional Library Centers Fiscal Year 1978-1987

<u>Fiscal Year</u>	<u>State Appropriation</u>			<u>Per Capita Expenditure</u>		
	<u>Eastern Shore</u>	<u>Southern Maryland</u>	<u>Western Maryland</u>	<u>Eastern Shore</u>	<u>Southern Maryland</u>	<u>Western Maryland</u>
1978	\$219,664	\$103,819	\$148,517	\$0.96	\$0.70	\$0.69
1979	220,556	139,865	182,290	0.98	0.95	0.84
1980	245,045	170,336	182,290	1.04	1.02	0.83
1981	257,040	171,360	183,600	1.11	1.09	0.84
1982	250,325	172,217	184,518	1.08	1.10	0.85
1983	272,375	181,383	194,554	1.13	1.04	0.88
1984	280,460	186,973	200,328	1.15	1.04	0.90
1985	286,069	190,713	204,334	1.16	1.03	0.91
1986	300,372	200,248	214,550	1.19	1.02	0.96
1987	308,782	205,854	220,557	1.19	0.99	0.98

Source: State Department of Education  
Maryland Department of Fiscal Services

Prepared by: Department of Fiscal Services  
November 1986

## Expenditures

Based upon requests given to the State Department of Education by the regional library centers, incremental increases for salaries and benefits and contractual services have continued upward. Funding for materials, which was high with the availability of federal funds, has not been continued by state funds. Funding for materials now fluctuates with available revenue and each center's priorities.

By region, the components of each segment are as follows:

### Eastern Shore

Salaries and Benefits: Salaries and benefits  
Contractual Services: Audit, insurance, photocopying, contractual services, workshops, printing and miscellaneous  
Materials/Operations: Books, film supplies, processing, equipment maintenance, maintenance, capital equipment, furniture, utilities, rent, telephone, travel and postage

### Western Maryland

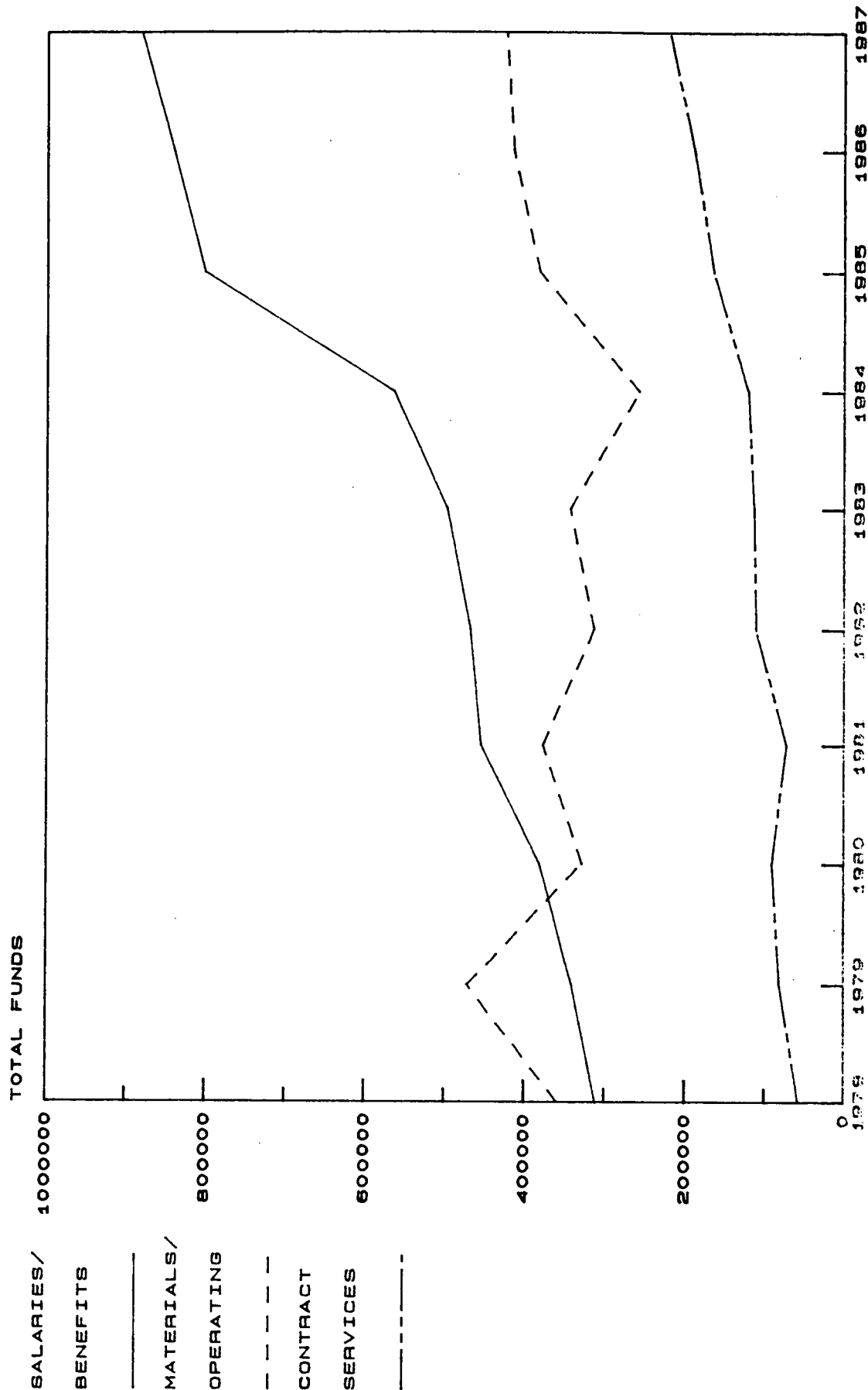
Salaries and Benefits: Salaries and benefits  
Contractual Services: Audit, insurance, service fees, photocopying, workshops and public relations  
Materials/Operations: Telephone, travel, postage, supplies, equipment maintenance, books, films, processing, replacement equipment and furniture

### Southern Maryland

Salaries and Benefits: Salaries and benefits  
Contractual Services: Audit, insurance, photocopying, delivery services, workshops, printing, contractual services and miscellaneous  
Materials/Operations: Travel, telephone, postage, books, films, processing, supplies, equipment maintenance and capital equipment.

# DISTRIBUTION OF COSTS

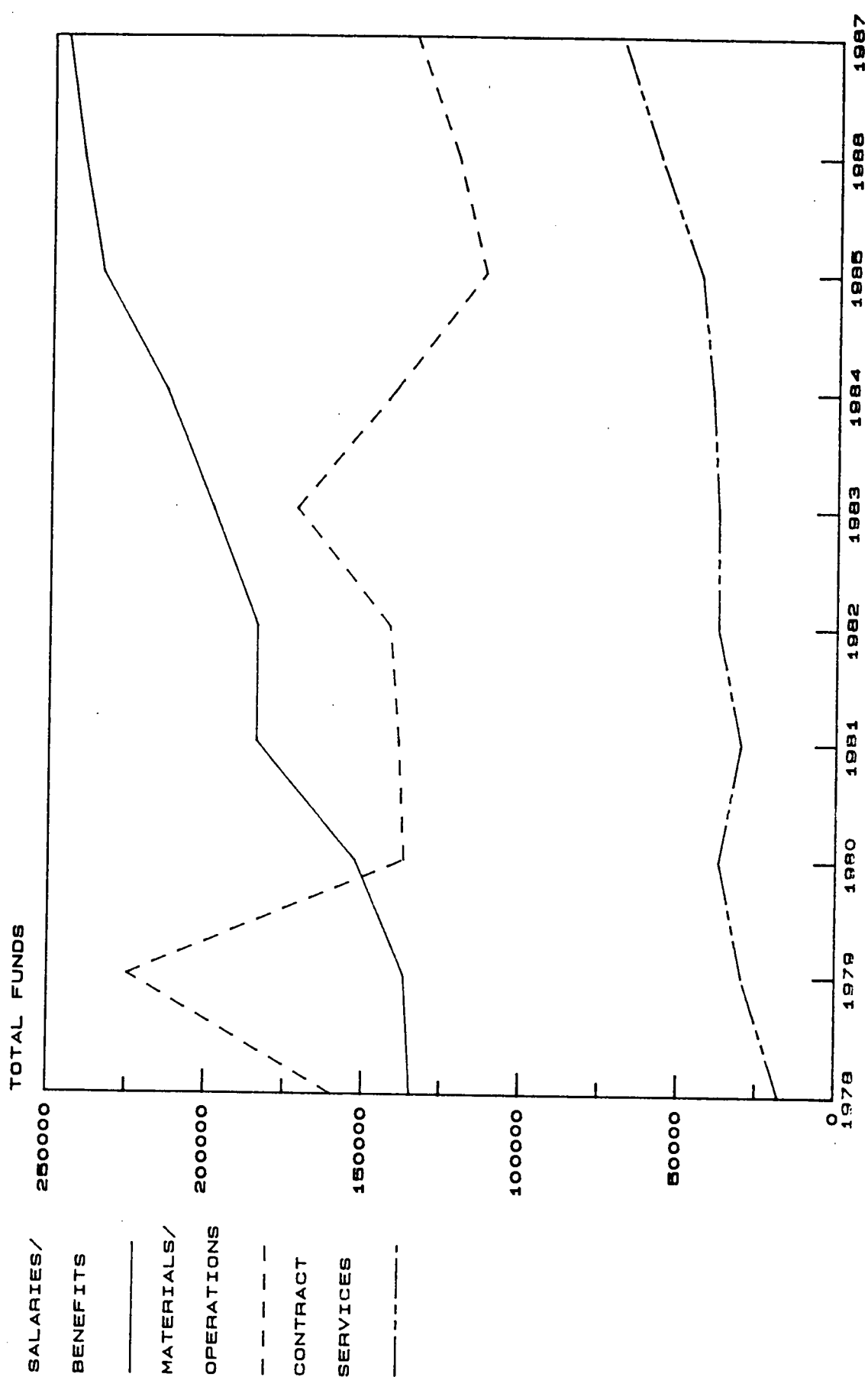
Regional Library Centers



November 1985

# EASTERN SHORE COSTS

Regional Library Center



November 1986

FISCAL YEAR

# SOUTHERN MD COSTS

Regional Library Center

TOTAL FUNDS

SALARIES/

BENEFITS

MATERIALS/

OPERATING

CONTRACT

SERVICES

250000

200000

150000

100000

50000

0

1978

1979

1980

1981

1982

1983

1984

1985

1986

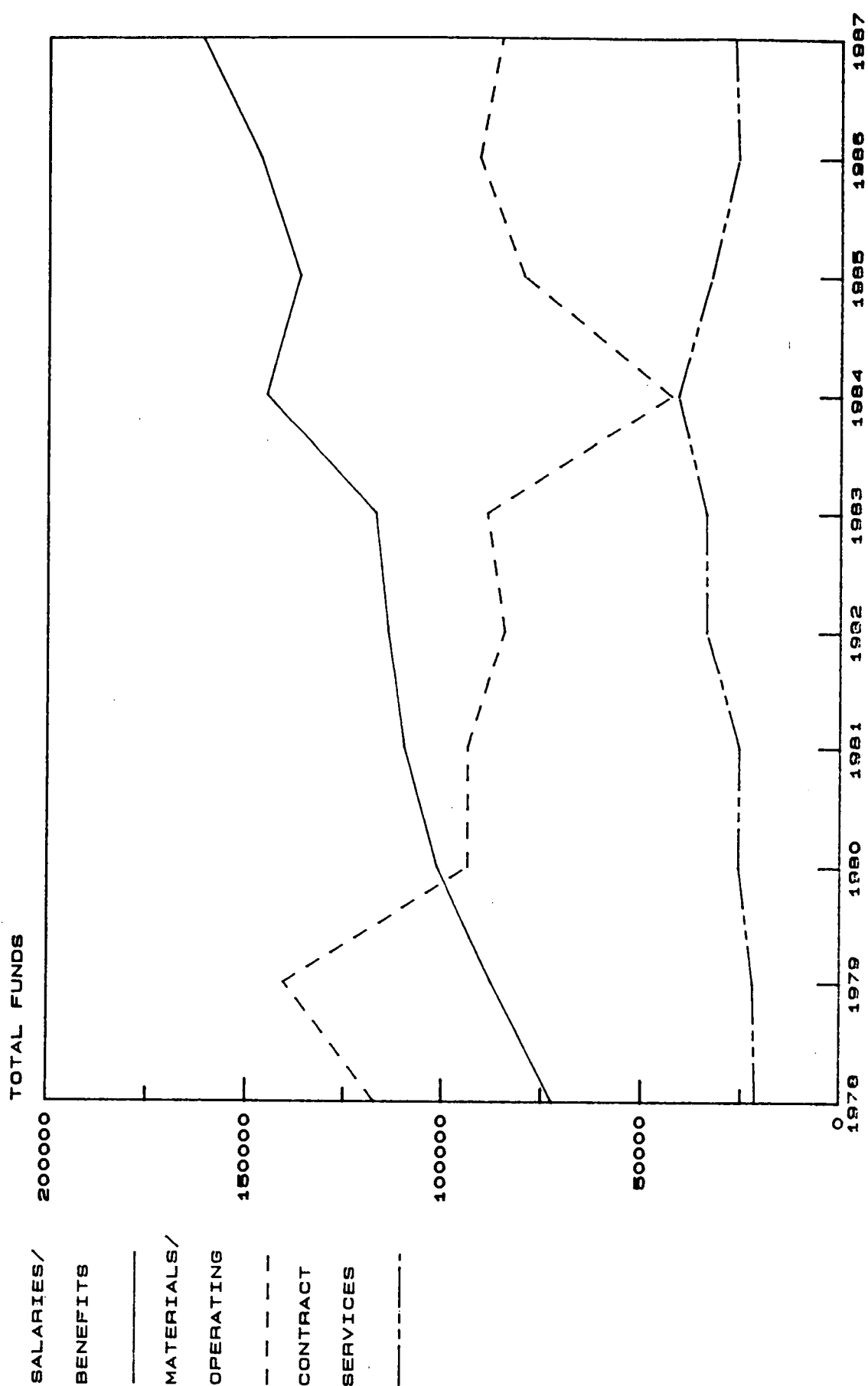
1987

November 1986

FISCAL YEAR

# WESTERN MD COSTS

Regional Library Center



November 1986

APPENDIX B

LIBRARY LAW RELATING TO REGIONAL RESOURCE CENTERS

## APPENDIX B

### Library Law Relating to Regional Resource Centers

In 1968, the Maryland General Assembly enacted House Joint Resolution No. 43 requesting the Governor to appoint a Commission to make a comprehensive study of current and emerging needs of public libraries and to delineate the responsibilities of the State and local political subdivisions in strengthening the statewide system of public libraries.

The recommendations of the Commission were enacted into law in 1971. The law designated the central Enoch Pratt Free Library as the State Library Resource Center, provided for the establishment and state funding of regional resource centers in non metropolitan areas of the State. . .

#### § 23-202. Regional resource centers.

(a) *Establishment.* — The boards of library trustees of at least three public library systems outside the standard metropolitan statistical areas defined by the United States Bureau of the Census may request the Department to establish and maintain a regional resource center.

(b) *Purpose of center.* — Each regional resource center shall provide, through mutual cooperation and coordination, books, information, and other material and service resources that an individual library cannot provide adequately by itself.

(c) *Standards for establishing; location of center.* — (1) A region to be served by a regional resource center shall have a population of at least 100,000.

(2) Subject to approval by the Department, the boards of library trustees of the participating library systems shall designate the library to serve as the resource center.

(3) If possible, the library selected as the regional resource center shall be:

- (i) The strongest library in the region; and
- (ii) Located so as to be of greatest service to the entire region.

(d) *Board of advisors.* — (1) There is a board of advisors for each regional resource center.

(2) The board of advisors consists of two individuals selected by the board of trustees of each participating library system to represent its library.

(3) The board of advisors for each regional resource center shall:

- (i) Gather information on the resource needs of its region and this State;
- (ii) Before State funds are distributed to it, make an annual report to the

Department and the State Advisory Council on Libraries that evaluates and makes recommendations on the operation of the center;

(iii) Recommend to the board of trustees of the library designated as the regional resource center and to the Department policies and procedures for the development and use of the regional resource center;

(iv) Promote the use of the regional resource center;

(v) Recommend the purchase, condemnation, rental, use, sale, or conveyance of property for any purpose valid under this section; and

(vi) Recommend plans for the regional resource centers, which may include the use of facilities of participating libraries, additions to the facilities of participating libraries, or new facilities separate from the existing facilities of participating libraries.

(e) *Administration of center.* — (1) The head of each regional resource center is the administrator of the library designated as the center.

(2) The administrator shall operate the regional resource center under standards adopted by the Department.

(3) The policies and procedures of the regional resource center shall be:

(i) Recommended by the board of trustees of the library designated as the center; and

(ii) Approved by the board of advisors of the center.

(f) *Duties of regional resource centers.* — Each regional resource center shall:

(1) Make interlibrary loans of books and materials;

(2) Supply collections and exhibits of specialized materials;

(3) Provide consultant services;

(4) Organize inservice training for library staffs; and

(5) Develop and operate cooperative services among libraries. (An. Code 1957, art. 77, § 169; 1978, ch. 22, § 2.)

## § 23-205. Funding for programs.

(a) *Operating funds to be included in budget; review by Governor and General Assembly.* — Each year, the Department may include in its budget operating funds for:

(1) The State Library Resource Center;

(2) Each regional resource center; and

(3) Each metropolitan cooperative service program.

(b) *Capital expenses.* — (1) The State shall pay all capital expenses for:

(i) The State Library Resource Center; and

(ii) Each regional resource center.

(2) Before any money is spent under this subsection, the appropriate board of library trustees shall:

(i) Have the project approved by the Department;

(ii) Through the Department, submit the request to the Department of State Planning for consideration under Article 88C, § 6 of the Code; and

(iii) Agree to reimburse the Department an amount the Department determines if the facility ceases to be used for a resource center or cooperative service program.

(c) *Payment of funds to resource centers and metropolitan cooperative service programs.* — (1) The Department shall:

(i) Disburse funds to the State and regional resource centers and metropolitan cooperative service programs; and

(ii) Require that these funds be used subject to any conditions specified by the appropriating agency or imposed under this subtitle.

(2) The Department may authorize the State Comptroller to withhold funds from any regional resource center or metropolitan cooperative service program that fails to meet the standards adopted by the Department. (An. Code 1957, art. 77, §§ 168, 169; 1978, ch. 22, § 2.)

APPENDIX C

PUBLIC HEARING WITNESS LIST

## APPENDIX C

### Witness List

Carole Dixon, Charles County Library Employee  
Catherine Parker, Charles County Community College, Director  
Anne F. Briggs, Kent County Public Library, Director  
Ray Clarke, Kent County Board of Education  
Karen Emerick, Kent County Citizen  
Roberta Chaffin, Kent County Citizen  
Shirley McCarthy, Calvert County Library  
Carol Bays, Calvert County Library  
Kenneth Brooks, Calvert County Library Patron  
Morris Dunkle, Calvert County Library Patron  
Rev. William Shand, Calvert County Library Patron  
Bob Neill, Allegany County Library, Director  
Phyllis Baker, Clear View Nursing Home  
Rosanne Fisher, Williamsport High School  
Phyllis Hill, Washington County Board of Education  
Linda Hollar, Washington County Library Patron  
John Smith, Garrett County Library  
John Delsordo, Dorchester County Library, Director  
Anne Mycalus, Calvert County Vo-Tech Center, Supervisor  
Gerald Watson, Charles County Library Patron  
Charles Young, St. Mary's County Library Patron  
Virginia Carney, Charles County Library Employee  
Virginia Lawrence, Coastal Hospice  
Dana Kester-McCabe, Worcester County Citizen  
Thomas Cloonan, Somerset County Citizen  
Mary A. Munro, Talbot County Free Library  
George Sands, Caroline County Public Library  
Ellen Polhemus, Southern Maryland Regional Library Association

APPENDIX D

REGIONAL RESOURCE CENTERS INTERLIBRARY LOAN SUMMARY  
FY 1982 - 1986

# APPENDIX D

## REGIONAL RESOURCE CENTERS INTERLIBRARY LOAN SUMMARY FY 1982 - 1986

	ILL Requests					Requests Filled					% Filled				
	FY '82	FY '83	FY '84	FY '85	FY '86	FY '82	FY '83	FY '84	FY '85	FY '86	FY '82	FY '83	FY '84	FY '85	FY '86
<b>1. Eastern Shore:</b>															
PRINT															
Author/Title	12436	14256	13116	13723	13820	6143	6574	5210	5188	3218	46%	46%	40%	38%	24%
Subject	2244	2285	1956	1994	1859	1309	1322	1137	1039	917	58%	58%	58%	52%	49%
Periodical	738	967	756	919	1087	290	401	273	232	498	39%	41%	36%	25%	46%
Other		34	45		0		34	45		0		100%	100%		
Subtotal	16418	17542	15873	16636	16766	7742	8331	6665	6459	4733	47%	47%	42%	39%	28%
NONPRINT															
16mm Films	18293	16068	14603	11940	8891	15799	13289	12531	10583	7995	86%	83%	86%	89%	90%
Videocassettes	1927	2836	12748	15438	17090		1625	11931	14326	16104	0%	90%	94%	93%	94%
Other		1578	2693	386	190	1350	1316	2666	251	180		83%	92%	65%	95%
Subtotal	20220	19682	30244	27764	26171	17149	16530	27122	25168	24279	85%	84%	90%	91%	93%
Total	36638	37224	46117	44400	42937	24891	24861	33787	31619	29012	68%	67%	73%	71%	68%
<b>2. Southern Maryland:</b>															
PRINT															
Author/Title	12119	13017	12994	13024	12083	3623	4041	3159	3965	3656	30%	31%	24%	24%	30%
Subject	476	530	522	584	779	118	131	104	284	359	25%	25%	20%	49%	46%
Periodical	4443	4402	3669	2311	2171	1761	1908	1526	1335	1368	40%	43%	42%	56%	63%
Other															
Subtotal	17038	17949	17185	15919	15033	5502	6080	4789	5584	5383	32%	34%	28%	35%	36%
NONPRINT															
16mm Films	12621	11242	7856	5485	4222	7128	7341	4956	4711	3984	56%	65%	63%	36%	92%
Videocassettes	0	1877	2923	5184	2748	0			3480	2526		0%	0%	67%	92%
Other	901	579	481	278	103	620	133	61	96	33	69%	23%	13%	35%	32%
Subtotal	13522	13798	11260	10947	7173	7748	7474	5017	8287	6543	57%	54%	45%	76%	91%
Total	30560	31747	28445	26866	22206	13250	13554	9806	13871	11926	43%	43%	34%	52%	54%
<b>3. Western Maryland:</b>															
PRINT															
Author/Title	8830	7415	8518	8321	7946	4509	3721	4286	4220	3925	51%	50%	50%	51%	50%
Subject	2434	2097	2654	2495	2635	1785	1480	1940	1826	1934	73%	71%	73%	73%	73%
Periodical	315	365	326	204	221	97	94	98	82	39	31%	23%	30%	40%	40%
Other															
Subtotal	11579	9877	11498	11020	10702	6391	5295	6324	6128	5948	55%	54%	55%	56%	56%
NONPRINT															
16mm Films	18545	16748	19165	22646	19425	12688	11022	14674	17329	15093	68%	66%	77%	77%	78%
Videocassettes	0	5264	16095	19077	21254	0	4690	15008	18962	20551		89%	93%	99%	97%
Subtotal	18545	22012	35260	41723	40679	12688	15712	29682	36291	35644	68%	71%	84%	87%	88%
Loans to Ntuck.		17	106	258		0	5	52	139			29%	49%	52%	
Wash. Co. Public Schools			906	794	2187			287	163	345			32%	21%	16%
Barrett Comm. College				143					25					17%	
Alleg. Comm. College															
Total	30124	31994	47770	53948	53568	19079	21002	36345	42746	41937	63%	66%	76%	79%	78%
OVERALL TOTAL	97322	100877	122332	125214	118711	57220	59417	79938	98236	92875	59%	59%	65%	70%	70%

APPENDIX E

HOUSE JOINT RESOLUTION NUMBER 79

APPENDIX E

HOUSE JOINT RESOLUTION No. 79  
(61r3323)

F1

Introduced by Chairmen, Eastern Shore, Southern Maryland, and  
Western Maryland Delegations

Read and Examined by Proofreader:

\_\_\_\_\_  
Proofreader.

\_\_\_\_\_  
Proofreader.

Sealed with the Great Seal and presented to the Governor,  
for his approval this \_\_\_\_\_ day of \_\_\_\_\_  
at \_\_\_\_\_ o'clock, \_\_\_\_\_ M.

\_\_\_\_\_  
Speaker.

RESOLUTION NO. \_\_\_\_\_

- 1 A House Joint Resolution concerning  
2 The Regional Library Resource Center Programs  
3 FOR the purpose of requesting the Governor to appoint a  
4 commission to study and make recommendations concerning the  
5 Regional Library Resource Center Programs.  
6 WHEREAS, In 1971 the General Assembly provided for the  
7 establishment and ~~finding~~ funding of Regional Library Resource  
8 Centers in nonmetropolitan regions of this State; and  
9 WHEREAS, The purpose of these resource centers is to provide  
10 through mutual cooperation and coordination, books, information  
11 and other materials and services or resources that an individual  
12 library cannot provide adequately by itself; and  
13 WHEREAS, Three regional library resource centers have been  
14 established since 1973 in Southern Maryland, the Eastern Shore,  
15 and Western Maryland; now, therefore, be it

-----  
EXPLANATION:

Underlining indicates amendments to bill.

~~Strike-out~~ indicates matter stricken by amendment.

*Script* denotes opposite chamber/conference committee  
amendments.

## HOUSE JOINT RESOLUTION No. 79

1 RESOLVED BY THE GENERAL ASSEMBLY OF MARYLAND, That the  
 2 Governor is requested to appoint a commission to ascertain if the  
 3 services mandated in the law are adequate to meet the needs of  
 4 the regions, and to ascertain if there are sufficient resources  
 5 to perform the services; and be it further

6 RESOLVED, That the commission be composed of:

7 (1) 2 members of the House of Delegates, appointed by the  
 8 Speaker of the House; and 2 members of the Senate of Maryland,  
 9 appointed by the President of the Senate;

10 (2) A representative of the Department of Budget and Fiscal  
 11 Planning, a representative of the State Department of Education,  
 12 and a representative of the Maryland Advisory Council on  
 13 Libraries; and

14 (3) One local official from each of the 3 regions, and such  
 15 other persons as the Governor considers appropriate to be  
 16 represented; and be it further

17 RESOLVED, That the Governor designate the chair of the  
 18 commission; and be it further

19 RESOLVED, That the commission report its findings and  
 20 recommendations to the General Assembly and Governor by December  
 21 1, 1986; and be it further

22 RESOLVED, That staff for the commission be provided by the  
 23 Department of Education; and be it further

24 RESOLVED, That copies of this Resolution be forwarded by the  
 25 Department of Legislative Reference to David W. Hornbeck, State  
 26 Superintendent of Schools, 200 W. Baltimore Street, Baltimore, MD  
 27 21201; Frederick K. Schoenbrodt, President, State Board of  
 28 Education, 200 W. Baltimore Street, Baltimore, MD 21201; Offie  
 29 Clark, Chairperson, Maryland Advisory Council on Libraries, 200  
 30 W. Baltimore Street, Baltimore, MD 21201; Dr. H. Louis Stettler  
 31 III, Secretary, Department of Budget and Fiscal Planning, State  
 32 Treasury Building, Annapolis, MD 21404.

Approved:

\_\_\_\_\_  
 Governor.

\_\_\_\_\_  
 Speaker of the House of Delegates.

\_\_\_\_\_  
 President of the Senate.

APPENDIX F

STATE APPROPRIATIONS PER CAPITA FOR THE REGIONAL RESOURCE CENTERS  
1978 to 1986  
IN 1978 DOLLAR TERMS

## APPENDIX F

TABLE I  
STATE APPROPRIATIONS PER CAPITA FOR THE REGIONAL RESOURCE CENTERS  
1978 TO 1986  
IN 1978 DOLLAR TERMS

<u>FISCAL YEAR</u>	<u>EASTERN SHORE</u>	<u>SOUTHERN MARYLAND</u>	<u>WESTERN MARYLAND</u>
1978	\$0.96 percapita	\$0.70 percapita	\$0.69 percapita
1979	.90	.873	.772
1980	.867	.85	.692
1981	.851	.836	.644
1982	.773	.787	.608
1983	.773	.711	.602
1984	.748	.676	.585
1985	.716	.636	.562
1986	.710	.609	.573

4

4

4

4

